

T H E P A R K
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C O N T I N U E D

M A N A G E M E N T A L T E R N A T I V E S

DEVELOPMENT OF MANAGEMENT ALTERNATIVES

In this section, a preferred future direction for the Boston Harbor Islands is described along with two action alternatives. Underlying each alternative is a set of “management areas” which describes the desired future conditions of resources and desired future experiences for visitors in various places in the park. Each alternative applies the management areas differently according to the concept of that alternative. This section describes the management areas, the management alternatives, and the potential changes that may result from the application of each alternative. It also addresses ideas that were eliminated from consideration at this time.

The National Environmental Policy Act of 1970 (NEPA) requires that alternative management schemes be developed in a draft general management plan to set forth a reasonable range of ideas for managing the park. All alternatives, though diverse, should be feasible. If the managing entity is leaning toward one of the alternatives, regulations require that the draft plan identify the “preferred alternative” for the benefit of the public. The regulations also require that there be a “no-action alternative” presented, meaning, in this case, a direction that would retain the existing status, with no federal actions taken or additional federal funds spent. In this draft plan, the description of current management (page 12) serves as the “no-action alternative” required by NEPA.

In preparation for the development of alternatives, information on park resources, visitor use, and visitor preferences was gathered and analyzed. Information was solicited about the critical issues and the scope of the project from the members of the Partnership and Advisory Council, the public, government agencies, and special interest groups through newsletters, meetings, and personal contacts, which helped with the development of the preliminary concepts for the park’s future. All the concepts were intended to support the park’s purpose and significance, address issues, avoid unacceptable resource impacts, and respond to public desires and concerns.

Initially, the planners developed two alternate management concepts, A and B. “A” is a park where visitors could enjoy and discover nature and history, with emphasis placed on protecting important natural and cultural resources. The concept of “B” is the park

as a major recreational destination where many visitors would take part in varied activities on many islands, with the island resources as a backdrop. The two concepts were presented to the Partnership’s Planning Committee, the Partnership, and the Advisory Council in more than seven public meetings. Neither concept received complete support, but a consensus developed around a concept that modified the features of both A and B. The planning team, working with the Planning Committee, developed the concept of Alternative C, and the Partnership approved this direction in a vote on April 15, 1999 choosing Alternative C as the preferred alternative.¹ Following public review of this draft general management plan, more changes could be made to the preferred alternative, or a different proposal might even be developed.

After defining the alternative concepts, the Partnership Planning Committee identified six types of management that could be emphasized in geographic areas of the park.

MANAGEMENT AREAS

Management areas (sometimes called management zones) help determine the balance between resource preservation and visitor use in each part of the park. They describe a range of desired resource conditions and desired visitor experiences to be achieved and maintained over time, and as such, may be regarded as “management prescriptions.” For example, in an area of emphasis on “natural features” one would expect to see landscapes affected primarily by the forces of nature, and visitors would have many opportunities for solitude, whereas in an area of emphasis on “visitor services and park facilities,” one would see a “built” environment with some natural or historical elements, and visitors would expect to interact with many other people.

Management areas also identify the kinds and relative levels of visitor use, management activities, and infrastructure that are appropriate for maintaining the desired conditions. The list of uses and infrastructure development under each management area is used to help managers determine whether a specific action would be consistent with the overall direction established for the area. In designating management areas, an effort was made to apply areas to large sections of islands, or entire islands, to avoid fragmentation or a “spot-zoning” effect. This is possible because the management areas are not rigidly defined, but instead

describe a range of conditions and experiences to be achieved by park managers. They set the outlines of acceptable and unacceptable treatment and use. A particular use or development would not occur in *every* location where the management area is applied in the park, and before actions are taken at specific sites additional research and analysis would be needed.

In addition to the six management areas, certain resources would have special protection regardless of the geographic area in which they fall. These resource types are treated with a protection emphasis that is applied as an “overlay” anywhere in the park. The management areas for the Boston Harbor Islands national park area are applied in different locations and to varying degrees in the alternatives, resulting in separate desired future conditions for each alternative. By applying these geographic management areas differently in each action alternative, the future conditions would vary in alternatives A, B, and C.

Areas containing **Mainland Gateways** are facilities that welcome harbor islands visitors, providing boat access and information meant to foster a sense of anticipation about the adventure ahead. These urban, developed sites offer orientation, and may provide interpretive and educational programming to intrigue and draw in the visitor to the islands. Mainland gateways may be professionally staffed and have high levels of visitation and activity.

Areas of **Visitor Services and Park Facilities** emphasis are predominantly developed areas with some natural or historic elements. These areas feature a high degree of impact on natural resources while historic resources may be adaptively reused for visitor services. Visitors interact with each other in a built environment where they have a variety of amenities and conveniences. There is much opportunity for recreation, and cultural and educational activities.

Areas of **Historic Preservation** emphasis are designated to perpetuate historical settings, designs, materials, workmanship, or association. The historic resources are preserved, restored, reconstructed, or adaptively reused for visitor education and appreciation. Visitors expect to encounter a moderate to high number of other people as they explore and learn about the historic buildings, structures, and landscapes featured.

Areas of **Managed Landscape** emphasis are landscapes that are predominantly “open” space, managed to preserve their cultural and natural features, such as meadows, orchards, gardens, groves

of trees, and lawns. Visitors expect to encounter some people, but they also find many opportunities for solitude at certain times. Some visitor amenities are available, such as picnic areas, composting toilets, and ranger-led tours.

Areas of **Natural Features** emphasis are characterized by landscapes that appear to be affected primarily by the forces of nature such as wetlands, areas of successional growth, and densely wooded areas. The imprint of human influence is substantially unnoticed, and natural features dominate. Visitors have many opportunities for solitude and expect to see few other visitors. They have opportunities for challenges and adventure and they need to be self-reliant.

Areas of **Special Uses** contain a range of uses that were developed previously, including social service facilities, sewage treatment plants, a police firing range, a fire fighting training station, and a full-time school. Natural resources, in some cases, have been eliminated or highly modified to meet some of these needs. Some areas are restricted while others present visitors with opportunities to learn about the site through guided tours and other educational programs.

Some resource types, such as the following, would have **Special Overlay Protection** regardless of the area in which they fall. These areas may be closed to visitors at times, or they might be targeted for active management or research.

- breeding and nesting habitat (seasonal)
- steep slopes
- erosive soils
- marshes and wetlands
- shell fish areas
- eel grass beds
- threatened and endangered species habitat (plant and animal)
- archeological sites, cemeteries, and Indian burial grounds
- other critical or sensitive habitat
- cultural landscapes

M A N A G E M E N T A R E A S

Mainland Gateway



Visitor Services and Park Facilities Emphasis



Historic Preservation Emphasis



Future Resource Conditions

a developed environment
historic resources retain integrity and are adaptively reused to provide visitor services

predominantly developed setting with some natural elements
high degree of impact on natural resources
historic resources retain integrity and are adaptively reused to provide visitor services

resources perpetuate a particular historical scene
historic resources are preserved, restored, or reconstructed for the purposes of visitor education, understanding, and appreciation

Future Visitor Experiences

high level of activity and human interaction
“discovery” of the islands through off-site interpretation and educational programs
feeling of adventure and anticipation of trip to the islands

high visitor density and level of activity in a built environment
access to a variety and range of visitor services, amenities, and conveniences
opportunities for a mix of recreational, cultural, and educational activities

moderate to high visitor density
close interaction with historic buildings, structures, and landscapes with opportunities to learn about their history

Kinds and Levels of Potential Management Activity

primary treatment for historic resources is rehabilitation, as defined under the Secretary's Standards for the Treatment of Historic Properties*
staffed according to level of service

focus on providing visitors with conveniences and access to services
intensely managed to handle the flow of large numbers of people through the area
primary treatment for historic resources is rehabilitation*
staffed

historic resources are the primary focus and are managed for interpretation, education, and other compatible visitor uses while preserving the area's historic integrity
primary treatments for historic resources are preservation, restoration, and reconstruction*
natural resources are managed and manipulated according to the treatment of the historic resources which may include landscaping
intermittently staffed

*Secretary of the Interior's Standards for the Treatment of Historic Properties: Preservation focuses on the maintenance and repair of existing historic materials and retention of a property's form as it has evolved over time; includes protection and stabilization. Rehabilitation acknowledges the need to alter or add to a historic property to meet continuing or changing uses while retaining the property's historic character. Restoration is undertaken to depict a property at a particular period of time in history, while removing evidence of other periods. Reconstruction re-creates vanished or non-surviving portions of a property for interpretive purposes

Managed Landscapes Emphasis



landscapes are managed to preserve their character-defining cultural and natural features

moderate visitor density with a likelihood of encountering others, but opportunities for solitude are available at certain times
setting is predominantly open space, but visitors have the comfort of certain amenities

resources are managed to allow appropriate recreational uses, maintain viewsheds, and prevent erosion of shorelines
landscapes are maintained to provide recreational facilities and minimal visitor amenities
primary treatment for historic resources is preservation* or mitigation of negative impacts through appropriate documentation
critical or sensitive natural resources and habitats are fully protected
staffed according to level of use

Natural Features Emphasis



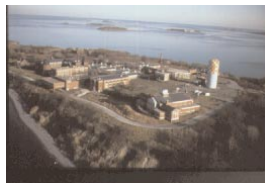
natural processes dominate
landscape generally appears to have been affected primarily by the forces of nature or to reflect significant ecological features

imprint of human influence is substantially unnoticeable

low visitor density with opportunities for solitude
immersion in a natural landscape
opportunities for challenge and adventure
requires self-reliance

minimal development and human intrusion into naturally functioning systems and processes
negative impacts on cultural resources are mitigated through appropriate documentation
natural resources managed for ecosystem protection
restoration of native species where appropriate
habitat and species restoration
invasive exotic species control (where appropriate and practicable)
some areas are closed to general public access for resource protection
not staffed

Special Uses Emphasis



resources have been developed for specialized uses
natural resources may be eliminated or highly modified

opportunities to learn about the site through guided tours and other educational programs

current activities continue (school, water treatment, police and fire fighter training, navigation, public health services facility)
intermittently staffed to offer guided tours

	Mainland Gateway	Visitor Services and Park Facilities Emphasis	Historic Preservation Emphasis
Kinds and Levels of Potential Visitor Use	<ul style="list-style-type: none"> public transportation access point to islands parkwide orientation interpretative activities and opportunities to learn about the islands integration with nearby interpretive, educational, and experiential venues obtaining provisions for trip to islands 	<ul style="list-style-type: none"> transportation hub parkwide orientation interpretive and educational activities environmental, demonstration programs picnicking motor boating sailing swimming attending special events overnight visits dining obtaining provisions for visit 	<ul style="list-style-type: none"> interpretation through wayside exhibits, self-guided tours, and ranger staff educational programs and activities
Kinds and Levels of Potential Infrastructure	<ul style="list-style-type: none"> pier information kiosks rest rooms food services (snack bars, vendors, etc.) ticket offices interpretive media park-related & souvenir shops parking 	<ul style="list-style-type: none"> visitor center or environmental education center or cultural center marina pier amphitheater restaurants and snack bars convenience stores, souvenir shops recreational equipment rentals lodging facilities rest rooms paved trails and walkways park offices and support facilities (employee housing, maintenance, utilities, etc.) 	<ul style="list-style-type: none"> development is limited to the minimum necessary to provide fundamental visitor services, such as contact station or visitor center and museum, rest rooms, basic food services (snack bar, vending machines), shelter, and pier historic buildings are adaptively reused where possible rather than using new construction

**Managed Landscapes
Emphasis**

interpretation through
wayside exhibits, self-
guided tours, and ranger
staff

educational programs
and activities

walking
biking
swimming
picnicking
camping
fishing
motor boating
sailing, kayaking, canoeing,
rowing
wind surfing, sail boarding
sun bathing
beach combing
bird watching
cross-country skiing

**Natural Features
Emphasis**

self-guided interpretation
guided educational
programs and activities
nature study
bird watching
wildlife viewing
walking
beach combing
star gazing
fishing
sailing
kayaking, canoeing, rowing
primitive camping

**Special Uses
Emphasis**

public has restricted access
and use; generally not
available for recreational
use

visitor access is limited to
guided tours

pier
composting toilets
formal camp sites with
grills, picnic tables, tent
platforms
formal trails
picnic tables
shelters/gazebos
benches
trash receptacles

primitive trails
primitive campsites
composting toilets
minimal signs for resource
protection and visitor safety
and regulation

existing development
remains in support of
current use

CONCEPTS ELIMINATED FROM CONSIDERATION AT THIS TIME

Throughout the planning process the Planning Committee was presented with various ideas and concepts for the Boston Harbor Islands. In particular, ideas presented by audiences at public forums held throughout the region were discussed and analyzed by planners. The following ideas and concepts represent some of those ideas that, for various reasons, were reviewed but thought not to be viable at this time. Some represent ideas whose time is yet to come and others are ideas that may never be viable. They are noted here for future reference.

The adaptive reuse of facilities on the islands for such functions as a youth hostel, restaurants, bed-and-breakfast accommodations, a health and sports center, hotels, and conference centers had proponents. However, for Long Island, while the City of Boston has been opening parts of the island for public use, existing health and human service functions on Long Island and Moon Island are essential to the residents of the City of Boston. Those activities will remain secure on the islands until new appropriate locations can be found for these services. The alternatives do include the potential for long-range development on other islands.

Opening most islands to full public access was a concept desired by some but recognized by many as undesirable given the need to protect park resources. In addition to resource protection concerns, there are existing uses and activities that would need to be relocated outside the park. Certain of these current uses, such as a school, wastewater treatment facilities, and lighthouses, can be functionally and programmatically part of the park and contribute to its interpretive programs.

New recreational facilities, such as a golf course, roller-blade park, “extreme sports,” dirt-bike trails, an amusement park, and casinos have been proposed. A consensus asserted that uses that can be provided on the mainland and that have no essential relationship to the harbor islands setting and the park mission should not be located on the islands.

Continuing private residential use of the Peddock’s Island cottages met with both support and opposition. Currently there remain approximately 40 privately owned summer cottages. Under existing plans of the Metropolitan District Commission, the cottages are scheduled for evaluation and removal as their owners vacate them and turn them over to the MDC.

ATTRIBUTES COMMON TO ALTERNATIVES A, B, AND C

Conditions desired for the future of the park are expressed in the management areas as applied in each alternative. Many actions required to achieve these conditions are common to all the alternatives except the no-action alternative. These common actions are described below and are not repeated in the descriptions of individual alternatives.

Changes will occur on the islands and peninsulas in the park as this plan is implemented, and one of the most important is infrastructure change, which general management plans are required to address (see page 11). It should be noted, however, that of the 34 distinct areas considered in this plan, 16 would be expected to undergo little or no change in infrastructure, regardless of the alternative (see map). Other changes, such as the protection of resources and visitor experiences, would be expected over time.

MANAGEMENT AREAS COMMON TO ALTERNATIVES A, B, AND C

All three action alternatives list the same **potential mainland gateways**—ferry departure points with attendant information and orientation for the park visitor. Under the current system for the Boston Harbor Islands State Park, the departure points are at Long Wharf in downtown Boston, Hewitts Cove in Hingham, and the Heritage State Park in Lynn. Four municipalities along the harbor have expressed keen interest in having their sites designated as departure points in the future. The access and circulation policy spells out criteria for developing future gateways. As the park evolves, as the visitation grows, and as the water transportation system is able to sustain expanded service, additional gateways would be designated by the Partnership.

Areas of **special uses** also are the same in all three alternatives. The special use designation recognizes the distinctive areas of the park that would not undergo change through this general management plan. These areas are found on Deer and Nut islands, which have wastewater treatment facilities; on Long and Moon islands, which have social service and public safety facilities; on Thompson Island, which operates an educational campus; and on Nix’s Mate, which is now a remnant of its original size and contains only a navigation marker.

Common to all three alternatives are areas of Spectacle and George’s designated for **visitor services**

and **park facilities** emphasis.

Areas of **historic preservation** emphasis found in all action alternatives are on George's, Long, Lovell's, The Graves, and Little Brewster islands.

Areas with **managed landscape** emphasis are found on portions of Deer, Spectacle, Long, Peddock's, Lovell's, Thompson, and World's End, and all of Grape, Bumpkin, Gallop's, and Webb State Park.

Natural features emphasis areas are designated on Outer Brewster, Middle Brewster, Green, Little Calf, Shag Rocks, Snake, Sheep, Hangman, Raccoon, Ragged, Sarah, and Button.

RESOURCE PROTECTION STRATEGIES COMMON TO ALTERNATIVES A, B, AND C

The protection of resources would be the responsibility of each managing agency, and all resource preservation actions would be guided by policies described in the Goals and Policies section. Natural and cultural resources would be monitored to avert overuse. Critical or sensitive natural resources would receive special emphasis. Historic landscapes on Thompson Island and World's End would be preserved and managed.

The Partnership would prepare and periodically update a resource management plan. The plan would identify, define, and program the monitoring, inventory, research, mitigation, and interpretation of resources and visitor-protection activities required to perpetuate park natural resources and physical and biological processes. The resource management plan would also define and program activities needed to identify, evaluate, treat, and provide for the public understanding and enjoyment of cultural resources. Cultural resources would be preserved according to the Secretary of the Interior's standards for treatment of historic properties.

Carrying Capacity

Visitor management plans would be established using the Visitor Experience and Resource Protection process for each management area and then applied to each island. The process (described under Goals and Policies and in Appendix 9) calls for scientific analysis to determine the natural and cultural resource conditions and visitor experiences desired in the park. Partnership agencies would continue employing their existing administrative carrying capacities until new scientific ranges are established parkwide or unless significant damage to resources due to overuse is evident.

RESEARCH AND INFORMATION STRATEGIES COMMON TO ALTERNATIVES A, B, AND C

All research and information actions would be guided by policies described earlier.

In addition to establishing carrying capacity, the Partnership would encourage a range of research needed for the park, disseminate research findings widely, and use those scholarly and scientific findings as a basis for resource protection and visitor use management. Of highest priority would be an inventory and monitoring program for both natural and cultural resources. These would include vegetation and shoreline survey, historic structures reports for major structures, historic resource studies, cultural landscape studies of Long, Peddock's and Thompson islands, archeological investigations, and ethnographic studies with emphasis on American Indian tribes.

An electronic clearinghouse, rather than a central park repository, would be maintained by the NPS. The existing NPS geographic information system database, an important tool for analysis of natural resource protection needs and visitor use patterns, would be expanded.

VISITOR ACCESS, USE, AND ENJOYMENT STRATEGIES COMMON TO ALTERNATIVES A, B, AND C

All actions to further visitor access, use, and enjoyment would be guided by policies described earlier.

A park identity and marketing program (logo, park signage system, directional signage, etc.) would be developed under the action alternatives. A system of mainland information kiosks, wayside exhibits, and other interpretive media would orient visitors before they embark on a ferry. At the hub islands visitors would have the opportunity to go to other islands by water shuttle. There would be an increase in number of visitors overall, although the distribution of visitors would not be even throughout. Some islands would have few visitors while other islands would have many. Islands with regular shuttle boat service would have park ranger staff, guided and self-guided tours, locational signs, interpretive signs, and composting toilets. Hub islands would have potable water, toilets, food service, and staff. On islands with camping, there would also be potable water and composting toilets. Cooperative arrangements would be made with relevant law enforcement agencies in the harbor for protection of visitors.

Transportation

The water transportation system provides most visitors with access to the park. Islands that are now connected to the mainland would generally not receive a large number of visitors by land because of limited parking and neighborhood concerns about increased traffic. An exception is World's End, which accommodates about 60,000 visitors a year. Mainland gateway areas would be developed in response to demand and infrastructure requirements. Ferries would travel from mainland gateways to hub islands, where water shuttles would operate in loops to several other islands. Excursions to certain islands, such as Little Brewster, might operate directly from a mainland gateway as well as from hub islands. In addition, there could be private water taxi service available on call. Ferries would operate frequently in the summer and less frequently in spring and fall, with special trips in the winter. The transportation system would be operated by private boat operators under contract to the Partnership or its member agencies. Responsibility for dock management would be held by the island managing agencies. The transportation system would be monitored and evaluated periodically and adjusted as needed.

EDUCATION AND INTERPRETATION STRATEGIES COMMON TO ALTERNATIVES A, B, AND C

All education and interpretation actions would be guided by policies described earlier.

A comprehensive sign program would help interpret the islands for visitors. Guided tours would be available routinely during the day on the main islands, and programs would be run from either a mainland gateway or an island hub for special interpretive tours on a schedule established each season. Areas of emphasis would be derived from the park themes and include learning about the ecology and geology of the harbor, and the role of the islands in coastal protection. Before embarking on a ferry, visitors would learn about the park through a system of mainland information kiosks, wayside exhibits, and other interpretive media. Curriculum-based programs would be developed through Partnership and Advisory Council members for regional and national audiences.

Educational programs and interpretive waysides throughout the island system would raise public awareness about the presence, culture, and history of American Indians on the Boston Harbor Islands. Not only would specific reference be made to the King

Philip's War period and thousands of years of occupation, but to the philosophy that guides American Indians' understanding of nature and ecology and their relationship to the universe.

MANAGEMENT AND OPERATIONS STRATEGIES COMMON TO ALTERNATIVES A, B, AND C

All management and operations actions would be guided by policies described earlier.

Islands would continue to be managed by existing managers with overall policy established by the Boston Harbor Islands Partnership. Each island open to the public would have resource protection, interpretive, maintenance, and administrative staff necessary to maintain parkwide standards. Coordination among island managers would be done by the Boston Harbor Islands Partnership, operating largely through committees. Staff support for the Partnership and the Advisory Council would be provided primarily by NPS with support by Partnership agency personnel as available.

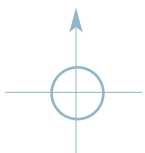
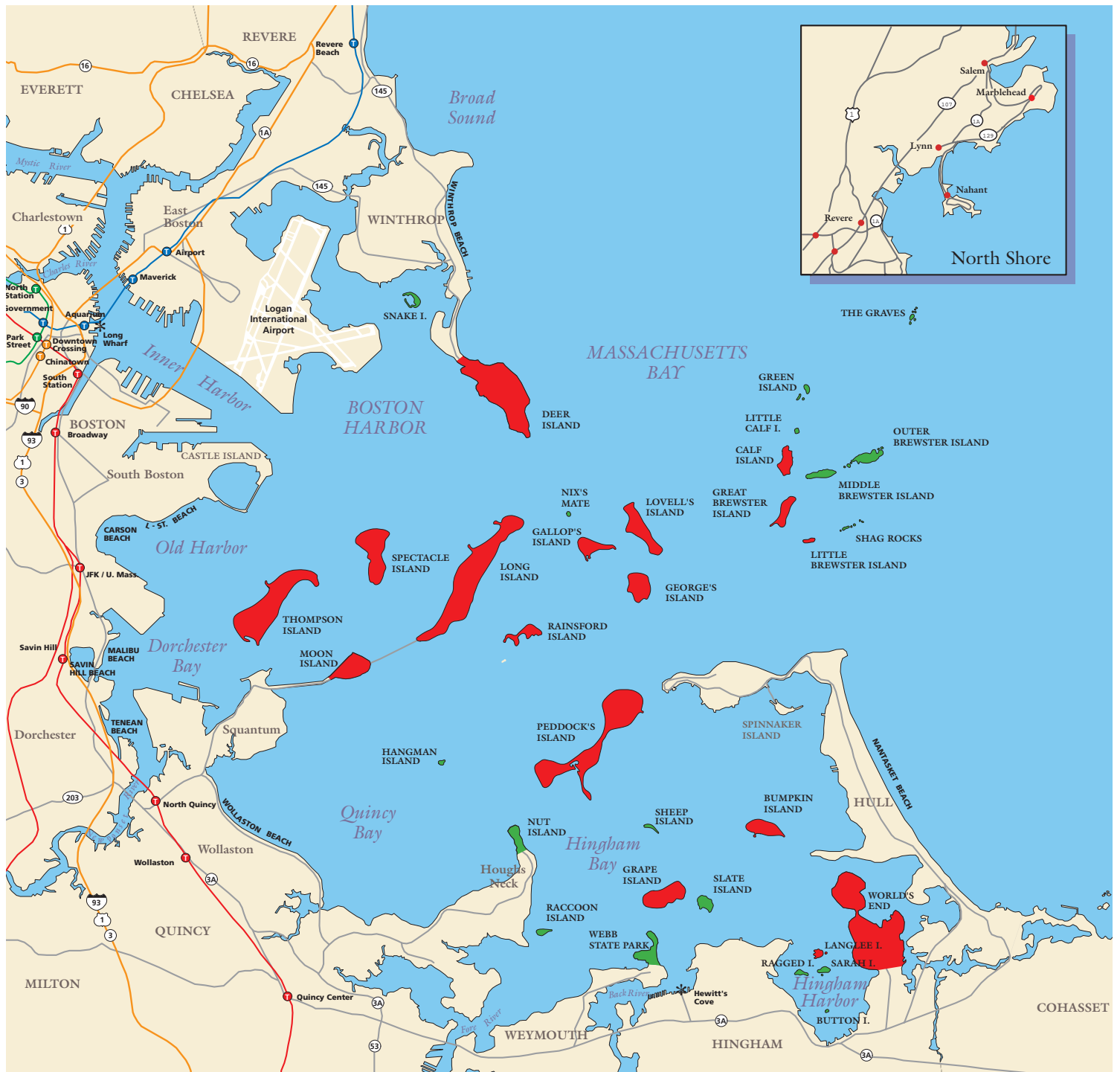
Potential Facility and Infrastructure Changes

Facilities would be improved to meet high quality standards and to unify the park visually and thematically. All new infrastructure would be guided by an environmentally sensitive philosophy following the park's infrastructure development guidelines and in accordance with the management area in which it occurs. Any development undertaken would support park goals and development costing more than \$500,000 would be reviewed by the nationwide NPS Development Advisory Board.

The following are some possible changes that could occur in any of the action alternatives.



- handicapped-accessible piers
- visitor contact stations or visitor centers
- sales of park-related items
- installation of utilities (water, electricity, communications, waste-disposal, heat) in certain areas
- an American Indian cultural center
- campsites
- administrative facilities
- maintenance facilities
- staff housing
- toilets
- shade shelters
- rehabilitation (adaptive re-use) of historic structures
- removal of selected deteriorated structures
- restoration of natural landscapes

POTENTIAL INFRASTRUCTURE CHANGES

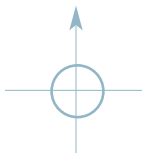


POTENTIAL INFRASTRUCTURE CHANGES

Legend



-  Potential Changes Under One or More Alternatives
-  Little or No Changes

PROPOSED BOUNDARY



PROPOSED BOUNDARY

Legend

-  Existing Park Islands
-  Proposed Park Islands

- rehabilitation of cultural landscapes
- trails and boardwalks
- interpretive media
- boat moorings
- rental facilities for water sports

Costs

The alternatives outline broad conceptual-level changes that potentially could occur in infrastructure development. At this level of planning, attendant costs are approximate. These cost estimates are helpful in long-range planning, but should not be used for short-term budgeting purposes. These costs are only a general indication or characterization of potential capital and operating implementation costs.

Funding

Funds for park operations would come from all Partnership members except the Advisory Council. Federal funding would be provided in the ratio of one-to-three, federal-to-nonfederal dollars. Successful implementation of the plan is contingent upon increasing the financial contributions from private sources, raised primarily by the Island Alliance. Private funding would be expected to come from philanthropic and park-related revenues, use fees, and income from commercial operations. Public agencies would be expected to fund large infrastructure projects throughout the system.

At present the public agencies charge few fees. If revenues were being generated, it is understood that each island owner would use revenue first to maintain its own island operations. The Partnership is in the process of designing mechanisms for pooling and distributing revenue parkwide in accordance with priorities of the strategic plan. In all action alternatives, revenue could be expected from sales in visitor centers and gateway areas, rentals of equipment for interpretation or recreation, boat excursions with interpreters, food sales, and events such as concerts.

Legislation at the state level would be necessary to enable the creation and retention of fees by state and local agencies as well as the opportunity for long term leases to attract private investment.

Boundary Adjustment

In all alternatives, the boundary of the park would be expanded to include Nix's Mate, Shag Rocks, Snake Island, and Webb State Park. (See map, page 58.) The total acreage in these four areas is less than two-one hundredths the size of the existing Boston Harbor Islands national park area. Each of these sites is

topographically similar to and proximate to other islands in the park and contains resources which are related to the park's purpose and which should be protected. All owners support the inclusion of these sites, and none of the sites would be purchased. During the planning process, the Planning Committee determined that these properties are legitimate components of the island system and contribute to the overall goals of the park.

Nix's Mate is now a channel marker with a distinctive black-and-white buoy. It is the site of sea lore, including legends of captured pirates, and its image forms the logo for the Friends of the Boston Harbor Islands. It is maintained by the Coast Guard solely as a channel marker.

Shag Rocks is a 1.3-acre cluster of bedrock ledges lying east of Little Brewster Island. It contains bird nesting areas and is physically inaccessible but visually prominent from the other Brewsters. Shag Rocks, with no deed of ownership, is regarded as within the purview of the Coast Guard at Little Brewster, and has no maintenance needs.

Snake Island is a largely inaccessible eight-acre island in Winthrop containing mud flats and rich bird habitat. It is owned by the Town of Winthrop, which supports its inclusion in the national park area.

Webb State Park is a 15.5-acre site on a peninsula between the Back and Fore rivers in Weymouth containing one drumlin, a gravel beach, a meadow, small scrub growth, trails, and parking lot for fewer than 25 cars. It is the site from which American patriots fired on British troops in the "Battle of Grape Island" in 1775. It was acquired by the Department of Environmental Management in 1977 from the federal surplus property program, as a former Nike missile site. DEM administers Webb, which receives approximately 50,000 visitors per year, as part of its Boston Harbor Islands properties.

ALTERNATIVES A, B, AND C

CONCEPT

ALTERNATIVE A

This alternative emphasizes the preservation of the islands natural and cultural resources where visitors are encouraged to discover nature and history along routes described and laid out by park managers. The Boston Harbor Islands would be a park of adventure where visitors explore the islands nature and history. The adventuresome nature of a trip to the islands may mean that some visitors would prefer to view the islands from a boat or remain at the mainland portions of the park. Island visitors would find abundant opportunities for solitude.

MANAGEMENT AREAS

The **visitor services and park facilities** areas would occur on just two “hub” islands, George’s and Spectacle. Each would have a sizeable visitor center and food service or a restaurant to allow the concentration of visitors on just two islands. The facilities would be located close to the pier.

ALTERNATIVE B

Under this alternative the park is the background or setting for a variety of recreational opportunities that meet the diverse interests of visitors. It would become a well-known recreation area in metropolitan Boston available for open-ended, unstructured experiences on the harbor and the islands, and which could have elements not specifically related to the resources of the Boston Harbor Islands. The Boston Harbor Islands would be a place where visitors would be encouraged to try the various programs while learning something of the natural and cultural history of the islands. Visitors would experience the park as a busy and highly active place.

The **visitor services and park facilities** areas in this alternative would occur on five "hub" islands, George’s, Spectacle, Peddock’s, Long, and Deer. Facilities associated with these island hubs (visitor centers or contact stations, food services, venues for concerts or other events) might be spread out beyond the immediate vicinity of the pier and contain a variety of attractions.

ALTERNATIVE C

This alternative increases opportunities for visitors to discover the natural and cultural history of the Boston Harbor Islands while continuing to provide strong emphasis on preservation of the islands important resources. Park managers are challenged to provide visitors with creative, educational, and entertaining programs that provide meaning and bring the resources alive. The visitor has a menu of choices about where to go for a range of experiences, from immersion in cultural or natural history to recreational activities with resources as the backdrop. Visitors experience the park in its multifaceted possibilities, which focus attention and programs on cultural and natural history of the islands. Overall, the park is a place where resources are protected by instilling stewardship in visitors who return repeatedly to enjoy creative activities revolving around the islands resources.

The **visitor services and park facilities** areas in this alternative could potentially be developed on five “hub” islands, George’s, Spectacle, Peddock’s, Long, and Deer, if ferry service demand warranted it. Not all “hubs” would have the same facilities. In the early years the primary hubs would be at George’s, Spectacle, and Peddock’s. Visitor facilities would be concentrated close to the pier and would include visitor centers or visitor contact stations, restaurants or food concessions, boat rentals, and small venues for events like concerts, historical pageants, and educational presentations.

Areas where the management emphasis would be on **historic preservation** would be found at the lighthouse at Long and around forts and fortifications on George's, Long, Lovell's, and Peddock's; on the lighthouse islands of Little Brewster and The Graves; and at the historic granite wastewater treatment structures on Moon.

Islands with **managed landscapes** where their predominant open-space character would be preserved include Gallop's, Grape, Bumpkin, most of Lovell's, the southern portion of Long, most of Spectacle, Webb State Park, the perimeter of Deer, and the park at Nut. Most of World's End would be managed to preserve the character-defining features of its cultural landscape.

Areas where the management emphasis would be on **historic preservation** are found at forts and fortifications at George's, Long, and Lovell's islands; also at lighthouses on Little Brewster, The Graves, and Long Island.

Areas of islands with **managed landscapes** where the cultural and natural features of predominantly "open" space would be preserved are found on Spectacle, Long, Lovell's, Deer, and Nut. Entire islands managed in this manner include Gallop's, Grape, Bumpkin, Rainsford, Great Brewster, Calf, Langlee, and Webb State Park. On Spectacle and Nut, certain paved trails could allow such sports as in-line skating.

Areas with management emphasis on **historic preservation** would be found at forts and fortifications at George's, Long, Lovell's, and Peddock's islands; also at lighthouses on Little Brewster, The Graves, and Long Island, and the historic granite wastewater treatment structures on Moon.

Islands with areas of predominantly open space and **landscapes managed** to preserve their natural and cultural features include Great Brewster, Gallop's, Rainsford, Grape, Bumpkin, World's End, Webb State Park, most of Thompson, most of Lovell's, the southern portion of Long, most of Spectacle, the perimeter of Deer, and the park at Nut.

Management emphasis on **natural features** would occur on all the Brewsters except Little Brewster and The Graves, on the southern half of Peddock's, the Hingham Harbor islands, Rainsford, Slate, Sheep, Raccoon, Hangman, Snake, and the eastern portion of World's End.

RESOURCE PROTECTION

Natural Resources

Some islands would be regarded unofficially as wilderness, where nature would be allowed to take over, and no visitor facilities would be provided. There would be a strong effort to reduce invasive plants and seize opportunities for revegetation on a number of the islands. Trails would be developed and maintained to encourage visitors to avoid compacting soil off trails. Small boardwalks would be built through portions of salt marshes. At Peddock's, the landscape would be rehabilitated after cottages were removed. Islands with disturbance-sensitive species would be closed to visitors during the nesting and fledging seasons, and other areas might be closed or restricted to protect threatened and endangered species.

The Brewsters, except for Little Brewster, would be open for primitive camping only by reservation and would be managed for natural resources. Boat tours for visitors would focus on awareness of habitat values.

Islands that would have the management emphasis on **natural features** are Green, Little Calf, Middle Brewster, Outer Brewster, and Shag Rocks; Ragged, Sarah, Button, Slate, Sheep, Raccoon, Hangman, and Snake; Prince Head on Peddock's, and portions of Thompson.

Natural Resources

Some small islands, such as Snake, Sheep, Green, Calf, Little Calf, and Hangman, may be highly restricted to protect habitat. To accommodate visitors in other areas, many trails would be developed to encourage visitors to keep to trails and avoid unnecessary soil compaction. Extensive boardwalks would be built through salt marshes. More vegetation management may be done to enhance visitor access than in other alternatives.

The islands with management emphasis on **natural features** are all the Brewsters except Little Brewster, Great Brewster, and The Graves; the southern half of Peddock's; the Hingham Harbor islands; Slate, Sheep, Raccoon, Hangman, Snake, and portions of Thompson.

Natural Resources

Some small islands, such as Snake, Sheep, Hangman, Green, Calf, Little Calf, Middle Brewster, and Outer Brewster, may be closed (or have seasonal restrictions) to protect habitat or nesting sites of wildlife that are disturbed by human presence.

Efforts would be made to reduce invasive plants in certain designated places, and to undertake a long-term revegetation program with appropriate species. Vegetation would be managed for habitat health and to maintain established views or to open up new views where appropriate. Sufficient trails would be developed and maintained to keep visitors on established pathways rather than wandering and increasing soil compaction. Boardwalks would be built through salt marshes.

Particular effort would be made to engage the public in stewardship of resources.

Cultural Resources

Cultural resource management would emphasize modification of some resources to serve visitors. Completing historic structures reports for threatened structures would be a high priority. Sea walls on islands would be repaired to serve visitors as well as to protect important cultural resources that are threatened.

Carrying Capacity

Visitor use would be managed, and potentially limited, using indicators that favor resource conditions.

Increases in the number of visitors on islands would be the lowest in this alternative.

Cultural Resources

Cultural resource management would emphasize preservation and rehabilitation. Completing historic structures reports for the most important resources would be a high priority. Sensitive archeological sites may be closed to visitors. Sea walls would be repaired where important cultural resources are threatened.

Carrying Capacity

Visitor use would be managed, and potentially limited, using indicators that favor visitor experience.

Increases in the number of visitors on islands would be the highest in this alternative.

Cultural Resources

Cultural resource management would emphasize preservation or rehabilitation. Stabilization may be done as an interim treatment until another treatment is selected. Completing historic structures reports for the most important resources would be a high priority. Sea walls would be repaired where important cultural resources are threatened.

Carrying Capacity

Visitor use would be managed, and potentially limited, using indicators that favor visitor experience in the more developed areas of hub islands and indicators that favor resources elsewhere.

Increases in the number of visitors on islands might be as high as in Alternative B.

RESEARCH AND INFORMATION

Baseline data on resources must be compiled first. Priorities for studies would be placed on those that lead to increased protection of resources and on the feasibility of re-establishing some native species.

VISITOR ACCESS, USE AND ENJOYMENT

There would be numerous opportunities to learn about the islands from a tour boat or at a mainland visitor center without having to set foot on the islands; thus, some of the increase in visitation would occur on boats but not necessarily on the islands. Ferries would have interpretive programs with a park ranger aboard, providing orientation to the islands and staffing a mobile exhibit to show interpretive context. Exhibits and other interpretive media would be based on the islands cultural and natural resources. Self-guiding and guided tours would be available on islands served by water shuttle; these islands would have interpretive media and basic toilet facilities. Islands not on the water shuttle and served by excursions would have few amenities. On the more remote islands, visitors would see nature taking over. Some fragile islands, such as Snake, Sheep, Green, Calf, Little Calf, and Hangman, might be highly restricted to protect habitat. Activities such as picnicking, hiking, exploring historic ruins, swimming, sailing, and kayaking would be allowed in certain areas.

Baseline data on resources must be compiled first. Priorities for studies would be on those that meet visitors' needs.

There would be emphasis on programs and recreational activities on the islands. Most visitors would go onto islands rather than relying on interpretive experiences on boats. Ferries and water shuttles would run frequently, allowing visitors to island-hop, having a range of experiences in a single day. Emphasis would be on visitors taking part in activities on islands without having to plan their itinerary in advance. Visitors would have access to most islands—including the Brewsters—and would find piers, interpretive media, and basic toilet facilities. Although some of the more remote islands would have no water shuttle service, excursions with rangers would occasionally bring groups in small boats. On these islands visitor facilities such as composting toilets, shade shelters, and cooking grills may be provided. Activities such as picnicking, hiking, exploring historic ruins, swimming, sailing, and kayaking would be encouraged. Equipment for water sports could be rented, and instruction would be available.

Baseline data on resources must be compiled first. Priorities for studies would be on the protection of resources in the areas of greatest visitor concentration, on the hub islands.

There would be emphasis on providing visitors with information in advance and encouraging them to tailor their visit for maximum interpretive value. Before embarking on an island trip, visitors would be encouraged to plan an itinerary for the day from brochures, web sites, and staff at gateway kiosks. There would be choices of activity as well as choices of island. Self-guiding and guided tours would be available on many islands. Visitors would have access to many islands either by water shuttle or scheduled excursions. Islands served by water shuttle would have interpretive media and basic toilet facilities. Islands not on the water shuttle and served by excursions would have few amenities. On the more remote islands, visitors would see nature taking over. Activities such as picnicking, hiking, exploring historic ruins, swimming, sailing, and kayaking would be allowed in certain designated areas. Equipment for water sports could be rented, and instruction would be available at some hub islands and gateways. Some fragile islands, such as Snake, Sheep, Green, Calf, Little Calf, and Hangman, might be highly restricted to protect habitat.

EDUCATION AND INTERPRETATION

Transportation

Passenger ferries from the mainland would operate frequently in the summer. Water shuttles would go on circuits on a regular schedule several times a day among George's, Spectacle, Gallop's, Lovell's, Grape, Bumpkin, and Peddock's, and on a less frequent schedule, to several other islands where visitor programs would be available. Some islands would be reached by small craft in organized excursions: these might include Great Brewster, Rainsford, Nut, World's End, Thompson, and Little Brewster.

Visitor programs would be developed around natural and cultural resources of the islands. Programs on several islands may be designed and led by American Indians. An interpretive center would be developed on one island. Environmental education programs carried out on many islands would offer intensive learning activities for schools. Broad outreach efforts would take programs to educational institutions in the region.

Transportation

Passenger ferries from the mainland would operate frequently in the summer. Water shuttles would go on circuits several times a day to some islands, less frequently to others. The islands on the water shuttle are: George's, Spectacle, Gallop's, Lovell's, Grape, Bumpkin, Deer, Nut, Great Brewster, Rainsford, World's End, Thompson, and Little Brewster. Some remote islands may occasionally be visited by small craft in organized excursions.

Visitor programs would emphasize participatory activities for visitors based on the island environment but not always tied to island resources. American Indian culture would be experienced through different programs on many islands. Programs on several islands may be designed and led by American Indians. There would also be large-scale events such as pageants of Civil War encampments, sound-and-light shows, theatre, and concerts. Facilities with contemporary uses on the islands, such as the wastewater treatment plant, would have visitor interpretive programs.

Transportation

Passenger ferries from the mainland would operate frequently in the summer. Water shuttles would go on circuits several times a day to some islands, less frequently to others. The islands on the water shuttle are: George's, Spectacle, Gallop's, Lovell's, Grape, Bumpkin, Deer, Nut, Great Brewster, Rainsford, World's End, Thompson, and Little Brewster. Some remote islands may occasionally be visited by small craft in organized excursions.

Visitor programs would be developed around natural and cultural resources of the islands. Programs about American Indian culture would take place on many islands, several designed and led by Native Americans. An interpretive center would be developed on one island. Environmental education programs carried out on several islands and on harbor waters would be based at an environmental education center on one island. On several islands interpretation could focus on contemporary uses on the islands, such as the wastewater treatment facilities. There would also be events such as pageants of Civil War encampments, sound-and-light shows, theatre, and concerts.

ALTERNATIVE A

Potential Facility and Infrastructure Changes

Improvements to facilities would emphasize the protection of park resources. Major facilities would be concentrated on two islands, George's and Spectacle (see Appendix). Minimal facilities would be developed on islands in the natural resources management areas. Some possible changes if this alternative were chosen would be a redesigned entrance at George's, with rehabilitation of the visitor center and the historic landscape; restoration of selected missing features of Fort Warren; restoration of landscapes on portions of several islands; adaptive re-use of several buildings of Fort Andrews; and installation of boardwalks in portions of salt marshes.

Capital Costs

It is estimated that upwards of \$61 million would be needed to implement Alternative A on the islands, and gateway development could range from \$4 million to \$20 million, depending on how many mainland locations are developed over time.

A special initiative to be conducted in collaboration with the private sector for developing infrastructure at Fort Andrews on Peddock's Island could cost upwards to \$16 million. (See Appendix 12.)

It is anticipated that studies and research would require expenditures of approximately \$4 million.

ALTERNATIVE B

Potential Facility and Infrastructure Changes

Improvements to facilities would emphasize activities for visitors. There would be major visitor facilities and services on five islands: George's, Spectacle, Peddock's, Long, and Deer. These would be developed as attractions and could have elements not specifically related to the resources of the Boston Harbor Islands. Peddock's might be a major visitor destination, with a rehabilitated and adaptively re-used Fort Andrews providing lodgings, restaurants, and shops. Long Island could have a new pier, a small visitor center, exterior exhibits at Fort Strong, beach facilities, and bicycle paths. Deer Island would have a small visitor center with exhibits. The visitor center on Spectacle would be the largest and would feature an "attraction" such as a multimedia presentation.

Capital Costs

It is estimated that upwards of \$88 million would be needed to implement Alternative B on the islands, and gateway development could range from \$4 million to \$20 million, depending on how many mainland locations are developed over time.

A special initiative to be conducted in collaboration with the private sector for developing infrastructure at Fort Andrews on Peddock's Island could cost upwards to \$57 million. (See Appendix 12.)

It is anticipated that studies and research would require expenditures of approximately \$4 million.

ALTERNATIVE C

Potential Facility and Infrastructure Changes

Improvements to facilities would emphasize resource protection throughout the park with the accommodation of visitors in concentrated areas of the park. The hub islands—George's, Spectacle, Peddock's, Long, and Deer—although they would have ferry terminals, may not have equally frequent service or the same level of infrastructure development. Peddock's might have a rehabilitated and adaptively re-used Fort Andrews housing a retreat center, with food service also for day visitors. George's would have a redesigned pier entrance area, with rehabilitation of the visitor center and the historic landscape, and restoration of selected missing features of Fort Warren. Long Island could have a new pier, a small visitor contact station, exterior exhibits at Fort Strong, and beach facilities. Deer Island would have a small visitor center with exhibits

Capital Costs

It is estimated that upwards of \$79 million would be needed to implement Alternative C on the islands, and gateway development could range from \$4 million to \$20 million, depending on how many mainland locations are developed over time.

A special initiative to be conducted in collaboration with the private sector for developing infrastructure at Fort Andrews on Peddock's Island could cost upwards to \$56 million. (See Appendix 12.)

It is anticipated that studies and research would require expenditures of approximately \$4 million.

Operating costs

Alternative A would cost approximately \$8 million. The application of funds would emphasize resource protection.

Operating costs

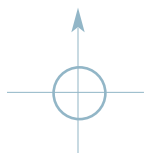
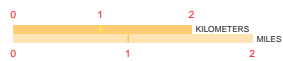
Alternative B would cost approximately \$8 million. The application of funds would emphasize visitor activities and programs.

Operating costs

Same as Alternative A.

¹ “The Partnership congratulates the Planning Committee and the Advisory Council on their extensive work and accomplishments in bringing together a strong consensus around a preferred alternative for the Draft General Management Plan, and it supports the key features that have been presented in Alternative C. Therefore, it is the sense of the Partnership that Alternative C be endorsed as the Preferred Alternative to be presented to the public in the Draft General Management Plan and Draft Environmental Impact Statement, with the clear understanding that the Partnership will not adopt a proposal for action in the final EIS until after it has consulted further with the general public and Advisory Council, held consultation with the Federally Recognized Indian Tribes, and received input from any other appropriate interested parties.”

ALTERNATIVE A



ALTERNATIVE A

Key Features

- A national park area where visitors discover natural and cultural resources.
- Focus is on a setting that attracts visitors to explore nature and history. Many people and much activity are concentrated on larger islands, but there are ample opportunities to escape crowds, enjoy nature, and explore historic sites.
- Frequent ferry and water shuttle service to some larger islands. Other islands have no docks, but may be explored with small craft.
- Two hub islands: George's and Spectacle Islands are developed.
- Visitor programs developed around the natural and cultural resources of the islands with environmental education programs and intensive learning activities on many islands.
- Facilities and attractions relate to park resources and are developed on appropriate islands for people to enjoy nature and history.
- Overnight stays in improved and primitive campsites.
- In balancing resource protection with visitor enjoyment, the emphasis is on resources.

Legend

-  Visitor Services and Park Facilities
-  Historic Preservation Emphasis
-  Managed Landscapes Emphasis
-  Natural Features Emphasis
-  Special Use Emphasis
-  Potential Mainland Gateway Area

ALTERNATIVE B



ALTERNATIVE B

Key Features

- A national park area where visitors enjoy varied recreational activities
- Focus is on a “people place” that attracts visitors to range of outdoor activities. Many people and much activity dispersed throughout most islands
- Frequent ferry and water shuttle service to many islands, including the Brewsters
- Five hub islands are developed: on George’s, Spectacle, Peddock’s, Deer, and Long islands
- Visitor programs include entertainment (light shows, concerts, etc.), and emphasize participatory activities, but all tied to the resources
- Facilities and attractions are not necessarily related directly to park resources, but developed primarily to draw people to many islands
- Overnight stays in lodging facilities and at improved and primitive campsites
- In balancing resource protection with visitor enjoyment, the emphasis is on recreation

Legend

-  Visitor Services and Park Facilities
-  Historic Preservation Emphasis
-  Managed Landscapes Emphasis
-  Natural Features Emphasis
-  Special Use Emphasis
-  Potential Mainland Gateway Area

ALTERNATIVE C



ALTERNATIVE C

Key Features

- A national park area where visitors discover natural and cultural resources and, where appropriate, enjoy varied resource-based recreation activities.
- Focus is on a setting that attracts visitors to explore nature and history. Many people and much activity concentrated on larger islands, but ample opportunities to escape crowds, enjoy nature, and explore historic sites.
- Frequent ferry service to island hubs; water shuttle service to a number of other islands. Some islands have no docks, but may be explored with small craft.
- Three main hub islands—George’s, Spectacle, and Peddock’s islands—are developed, and two secondary hub islands—Deer and Long islands—may be developed.
- Programs and recreation facilities developed for diverse population to enjoy nature and history. Visitor programs, rather than facilities, offer enticements to the islands.
- Facilities and attractions relate to park resources and are developed on appropriate islands for people to enjoy nature and history.
- Overnight stays at primitive and improved campsites and in lodging facilities on a few islands where appropriate.
- In balancing resource protection with visitor enjoyment, the emphasis is on resources, with recreation opportunities compatible with resource protection.

Legend

-  Visitor Services and Park Facilities
-  Historic Preservation Emphasis
-  Managed Landscapes Emphasis
-  Natural Features Emphasis
-  Special Use Emphasis
-  Potential Mainland Gateway Area